



Program Evaluation

and Planning in the Federal Bureau of Prisons

Prisons are unique organizations in many ways, with an overriding need to consider security in all aspects of their operations, and a need to offer employment and other programs such as education and drug treatment to train inmates, prevent idleness while incarcerated, and prepare them for what will hopefully be a productive return to the community upon release. Yet there are also ways in which prisons resemble corporations, hospitals, military bases, and other complex organizations. Prisons share with these other organizations a need to contain costs, to increase operational efficiencies, and to make hard choices about allocating resources in an era when they are increasingly scarce.

The Bureau has doubled in size in less than a decade as the battle against drug-related crime brought increased law enforcement and prosecutorial initiatives, as well as changes in Federal sentencing. Since 1988 alone, the agency's inmate population has increased by 95 percent—with proportional increases in budget and staffing. The Bureau's tradition has always been to provide safe and humane conditions of incarceration and a variety of programs to help those inmates who want to change. But such traditions inevitably come under pressure from population and organizational growth of this magnitude.

Taxpayers are rightly concerned about the significant increases in national spending for prisons. But the twin objectives of protecting the public while providing meaningful programs such as work, literacy, and drug treatment for inmates—95 percent of whom will eventually return to the community—have always been the core of the Bureau's mission and cannot be compromised.

At left: Federal Prison Industries, or UNICOR, which employs roughly a fifth of the inmate population (excluding minimum-security inmates) in producing goods and services for the Federal Government, is one of 14 separate areas with its own evaluation guidelines. Pictured: Warden J.D. Lamer with Linda McReynolds, Accounting Technician, and Lisa Ognilla, Fabric Worker Foreman, Federal Correctional Institution, Jesup, Georgia.

To preserve the quality of its programs and maintain a good working environment for its employees in the face of inmate population growth, the Bureau had to explore ways to increase its operational efficiencies. As the recent history of American business has shown, a successful way to do that is by developing enhanced methods of planning and

evaluating operations and opening new channels of communication—from the correctional officer on the line all the way up to the most senior managers. The Bureau developed a flexible planning/evaluation/reporting structure—outlined in this publication—that incorporates various data systems to provide clear, concrete feedback to managers at all levels of the organization.

Management information is only worth collecting if it is put to use effectively. The thrust of the Bureau's efforts in the 1990's has been to combine program evaluation information with strategic planning into one "strategic management cycle." Planning is no longer a top-down mechanism: it occurs at the level of the individual department or housing unit in an institution, bringing line staff in touch with the mission of the organization—and keeping senior managers apprised of concerns, constraints, and new initiatives suggested by the field.

The Bureau evaluates its programs for a number of reasons:

n To assure itself (and the Attorney General) that its programs are in compliance with law and organizational policy; are managed effectively; and are achieving the agency's strategic goals.

n To ensure that its operations maintain strong internal controls in the face of unprecedented staffing and inmate population levels, a younger workforce, an influx of more

sophisticated and violent offenders, and a more diverse inmate population requiring varied and intensive programs and services in such areas as education, health care, detention, and drug treatment.

At right: Good management involves all departments and levels of staff in every institution. Pictured: Correctional Officer Allen Noey with three inmates, Federal Correctional Institution, Petersburg, Virginia.

The systems now in place not only meet the requirements of the Federal Manager's Financial Integrity Act (FMFIA),* but have strengthened, standardized, and expanded the Bureau's review process. Broadly, the ongoing process now includes:

- n To ensure that it responds effectively to increased levels of scrutiny from Congress, the Department of Justice's Office of the Inspector General, the General Accounting Office (GAO), and other outside agencies, as well as private citizens and the media.

- n To justify the resource requirements needed to carry out its mission at a time when public revenues are shrinking.

Ultimately, as a component of the U.S. Department of Justice, the Bureau of Prisons is responsible to the taxpayers. This publication outlines the ways in which the Bureau has attempted to live up to its responsibility for public stewardship.

Background

The Bureau has, throughout its history, used a variety of evaluation tools, ranging from periodic formal assessments (such as audits and surveys) to monitoring tools that allow continuous tracking of programs. In 1988, then-Director J. Michael Quinlan integrated the Bureau's audit, review, evaluation, and planning functions by creating the Program Review Division.

The creation of this new division gave program review an importance in the organization equal to that of such traditional correctional operations as correctional programs and health services. The Program Review Division has continued its search for ways to integrate functions and bring useful information to Bureau managers. This article will discuss aspects of the program review process—strategic planning, independent evaluation, self-evaluation, climate assessment, external oversight, and program monitoring—and how they have become inter-related in a single Strategic Management Cycle.

- n The identification of "high-risk" areas.

- n An annual opportunity to refine evaluation guidelines in each of 14 program areas: correctional services, correctional programs, psychology, chaplaincy, inmate systems, community corrections, health services, food service, safety, UNICOR (prison industries), education, facilities (maintenance), financial management, and human resource management (personnel, training, and affirmative action).

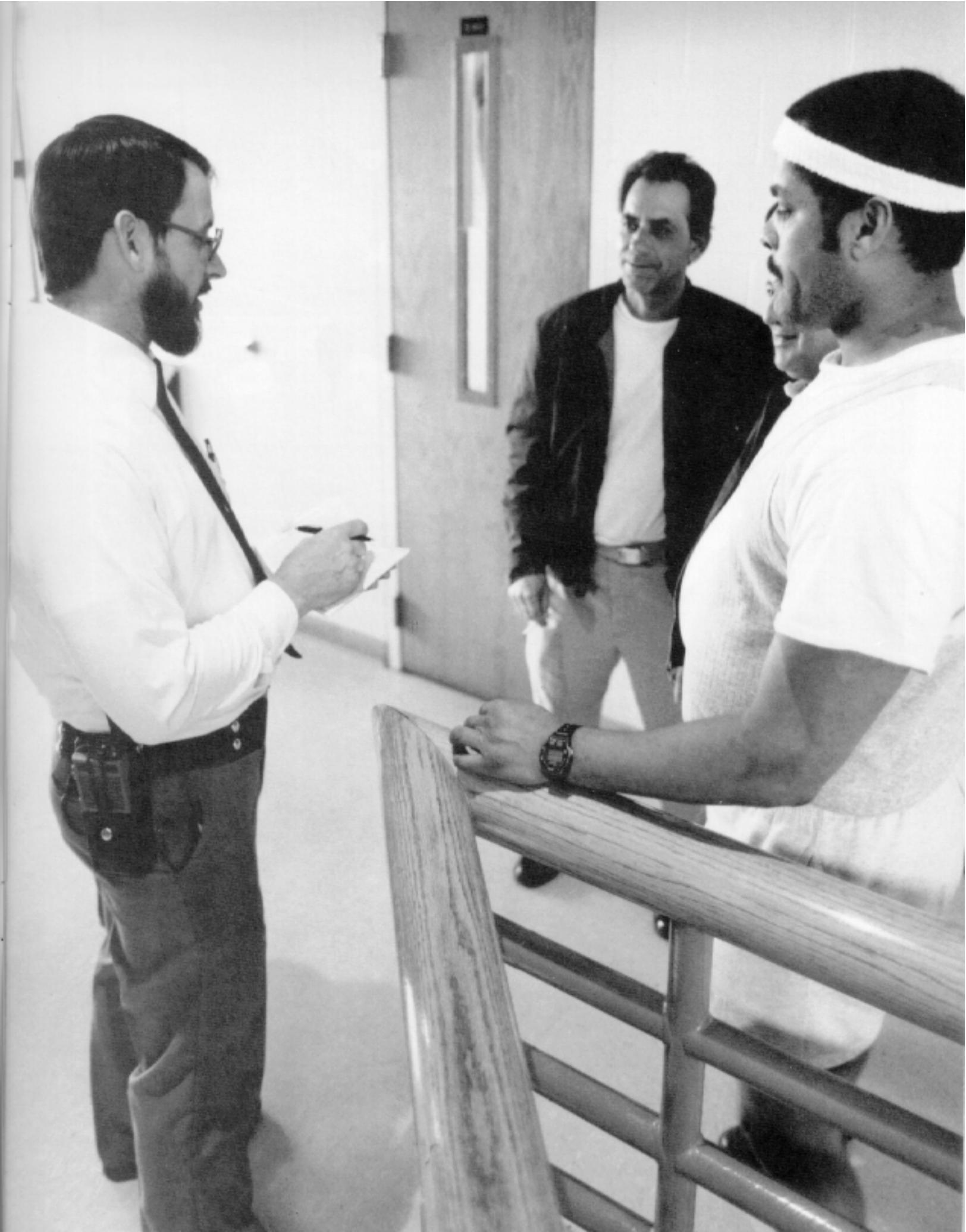
- n A plan for correcting all significant systemic problems identified over the past year.

- n An annual "letter of assurance" in which the program head personally assures the Attorney General that programs are working as planned, and that any areas that may need improvement have plans in place to correct them.

Strategic planning

Never have the demands on the Bureau been more challenging. The challenge for Bureau staff is to find ways to accomplish the organization's goals as efficiently and effectively as possible. Increasingly, large organizations have come to rely on strategic planning as a means of ensuring that the processes of goal development and fulfillment are linked in an organized fashion. In 1988, the Office of Strategic Planning was established to introduce this methodology to the Bureau.

*FMFIA, passed in 1983, requires that individual managers establish internal controls to help reduce waste, fraud, and abuse of public funds and resources; that agency heads provide annual "assurance reports" to Congress and the President that their controls are working; and that agencies comply with Government Accounting Office (GAO) and Office of Management and Budget (OMB) auditing and reporting standards.





For the first 2 years, institutions were encouraged but not required to adopt strategic planning, and each institution was allowed to develop its own strategic planning mechanisms. As more and more institutions set up planning processes, the level of expertise increased until, in 1991, it was decided that strategic planning could be institutionalized Bureau-wide.

The current strategic planning process entails a two-way flow of information. Line staff identify critical issues, which are passed through wardens to their superiors, the six regional directors, and through program administrators to assistant directors. Conversely, once Bureau goals are established by the executive staff (based on input they receive from the field), supporting action steps within each discipline are developed by regional and institutional program managers. While the Bureau has long-term strategic goals—and all subcomponents share these goals—individual subcomponents, such as institutions, regions, or divisions, are likely to have distinctive objectives and action plans related to their respective responsibilities.

Progress towards the achievement of these goals is reported to the executive staff every quarter. In 1992, the Strategic Planning Office began to reduce reporting requirements for managers by introducing an automated strategic planning program that could be used on personal computers. In 1993, this program will be used Bureau-wide.

The Bureau's evaluation programs begin and end with strategic planning. Planning sets the agenda for new initiatives and is required when program needs are identified through evaluation. The development of evaluation guidelines is another critical component of the strategic management process. To ensure that evaluation resources are assigned where they are most needed, guidelines for the 14 program areas (see section 2) are reviewed at least once a year by the program managers and program review staff.

At left: 4 Food service is another of the 14 program areas with its own evaluation guidelines. A smoothly functioning food service operation is essential to the safe and orderly running of any prison. Pictured: inmate workers with Raymond Simmons, Assistant Food Service Administrator, in background; Federal Correctional Institution, Jesup, Georgia.

PLANNING IN ACTION

Under the streamlining initiative, a number of functions were targeted for reduction. For example, in 1993, the Bureau has reduced its training budget by 22 percent, eliminated conferences, trimmed administrative travel and staff overtime, and instituted salary funding and staff reductions of 10 percent at the central and regional offices, and 5 percent at each of the 70 institutions.

During this past year, planners asked staff, in effect, to reevaluate the Bureau's purpose. At all levels of the agency, they were to review individual responsibilities and determine whether they were performing functions that directly related to the achievement of Bureau goals and objectives, and, if not, whether there was still a reason to continue them. These strategic issues were presented to the Bureau's executive staff—the director, and the assistant and regional directors—who used this input to formulate goals for 1993 and beyond.

As a result, the Bureau reaffirmed its long-term goals in six important areas: population management, human resource management, security and facility management, correctional leadership and effective public administration, inmate programs and services, and building partnerships. Under the fourth area, for example, a grassroots streamlining initiative was launched. Staff from all institutions, regional offices, training centers, and central office (headquarters) participated in identifying functions that should be considered for potential reduction or elimination.

Independent evaluation

At regular intervals, program review teams (PRT) coordinated by the Program Review Division evaluate every Federal institution, regional office, central office branch, and community corrections office throughout the country. PRT's are made up of subject-matter experts who work at other locations, headed by experienced central office reviewers. The central office-based reviewers are field technicians who are selected on average for 2-year assignments, after which they typically return to the field as program managers.

The benefits of an impartial review by the PRT's are obvious:

n With so many new line staff, managers, and institutions, the Bureau's need for a consistent interpretation of policy, management expectations, and evaluation standards has never been greater.

n Because of the consistency with which program review evaluations are conducted, review findings are catalogued and monitored across regions, institution security levels, time periods, and disciplines. In this way, trends are identified and monitored, and feedback is provided to program administrators so that modifications can be made locally, regionally, or Bureau-wide.

n All reviews include procedures to assess safety, security, human resource management, responsiveness, and cost-efficiency. The information collected last year is presently being studied to determine if trends could be identified across different programs and institutions.

n Although the independent evaluation is conducted by Bureau staff who come from outside the institution being evaluated, an important aspect of the evaluation prevents it from being "dis-owned" by institution staff. The evaluation guidelines—the reviewer's "road map"—are developed primarily by program staff, not by outside reviewers. The program staff responsible for the development of guidelines form an organizational structure that includes the institutions and the six regional offices and central office as well. Within this structure, issues for guideline development are identified at the institution level. Regional and central office staff bring these issues to the formal meetings with the evaluation staff to build and modify the evaluation guidelines. In this way, program staff have a direct investment in the guidelines and, thus, the evaluation process.

At right: b "Double-bunking" is increasingly the norm in Federal prisons. As the pressures of crowding increased dramatically during the 1990's, the Bureau's planning processes developed appropriate ways to manage the increasing population without compromising security, safety, or essential program activities. Pictured: inmates in a two-per son room at the Federal Correctional Institution, Petersburg, Virginia.

PLANNING IN ACTION

To meet its goal of population management, the Bureau attempts to reduce crowding whenever possible. Accordingly, the Bureau has developed a streamlined "capacity planning" process—the process by which inmate population projections are married to short- and long-term institution capacity plans to allow the optimally efficient use of the Bureau's population capacity. In 1991, the process was modified to allow "double-bunking" (more than one inmate per room or cell) up to 100 percent in minimum- and low-security facilities, 50 percent in medium-security facilities, and 25 percent in high-security and detention facilities. This "rated capacity" approach to the management of the Bureau's inmate population is very cost-effective, while appropriately focused on the security and program needs of the inmate population.

In addition, plans have been developed regarding the mission of new institutions (what mix of inmates, at what security level, they will hold), as well as for changing the mission of existing institutions. In all, these design and capacity changes will reduce the funding required for construction over the next 10 years by hundreds of millions of dollars.

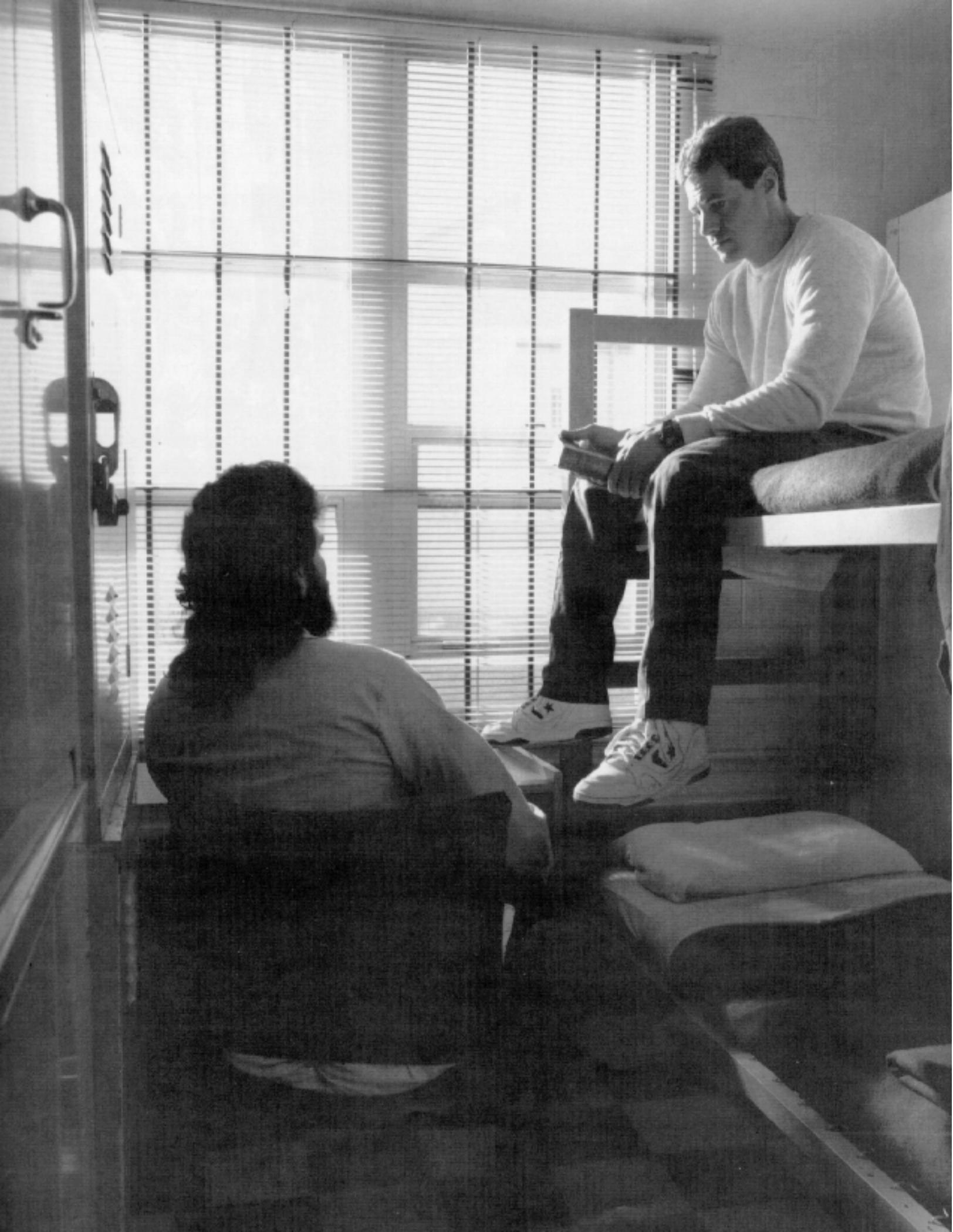
At the end of 1992, the Bureau refined its review policy to allow differing time schedules for reviews, based upon situations at individual institutions. Previously, each institution had been reviewed every 2 years. Under the new policy, indicator data for institution programs with "superior" or "good" ratings will be examined at the 2-year point; if the examination warrants, those programs will then be reviewed every 3 years. Those with lesser ratings will be reviewed more frequently—targeting Program Review Division resources where they are most needed.

Self-evaluation

Another essential component of the Bureau's program review process is self-evaluation. While the program review teams coordinated by the Program Review Division perform regular evaluations at every Federal institution, regional office, central office branch, and community corrections office throughout the country, field staff responsible for managing the 14 targeted program areas also conduct their own evaluations.

Local staff, using the same evaluation guidelines as the independent program review teams, assemble review teams and examine documentation, interview

- : staff, observe meetings and activities, quantify data,
- : measure productivity, and conduct surveys. Self-examinations are required at least once between reviews by
- : program review teams, but institutions are greatly encouraged to conduct them more frequently, on an ongoing basis.
- : In 1992 alone, more than 420 self-evaluations occurred at the department level. As with the independent, outside PRT evaluations, the major objectives of the self-evaluation are to:





- n Determine whether the program is functioning successfully.
- n Ascertain whether it will continue to perform at this level.
- n Highlight exemplary programs.
- n Point to specific areas requiring corrective action.

Correcting problems identified by the self-evaluations may involve staff training, procedural changes, additional management attention, or additional resources.

The self-evaluation process benefits the Bureau in a number of ways. First, it places program “ownership” where it belongs—on local managers and supervisors. Second, self-evaluation provides an outstanding way for new staff to become familiar both with the program and with management’s expectations for it. Third, it is a cost-effective extension of the central office program review function. Finally, self-evaluation allows local staff to identify and correct problems before they become issues that must be addressed by senior managers.

To ensure that managers understand the self-evaluation process, the Program Review Division has developed a course of instruction conducted at the Bureau’s Management and Specialty Training Center in Aurora, Colorado. In 1992, 330 department heads, wardens, associate wardens, and program administrators received formal training in how to conduct a self-evaluation.

Climate assessment

While refining and expanding program-evaluation initiatives such as those previously discussed, the Bureau recognizes that management must also be tuned in to the interpersonal dynamics or “climate” of each institution. Are the staff generally upbeat, or resigned; relaxed, or tense? Do they feel safe on the job? What is the overall

At left: Paul Barnard, Central Tool Room Officer (standing) and an inmate worker replace tools on a “shadow board, which displays an outline of all tools used in the facility and allows instant inventoring. Federal Correctional Institution, Jesup, Georgia.

PLANNING IN ACTION

Strict tool control is one of the vital security functions in any prison. While inmates must use tools in their daily work, the possibilities for converting them to weapons or escape implements are obvious.

Continued program review findings for tool control problems provided the impetus for the Bureau to develop an automated tool control program that is presently operational in 90 percent of all facilities. The new system allows an institution to track possible deficiencies in identification, classification, supervision and storage of tools, and increase or decrease internal controls accordingly—thus enhancing institution safety and security.

PLANNING IN ACTION

Audits conducted by the Department of Justice’s Office of the Inspector General revealed that “life safety” projects conducted by some institutions were not receiving the priority they should have. Data generated by program reviews in the Facilities area enabled Bureau of Prisons program managers in the Facilities and Safety disciplines to better track ongoing life safety projects and monitor their completion.

attitude of the inmates towards the institution, the staff, and other inmates? Are the lines of communication between management and staff open or closed?

One of the most important ways that Bureau staff assess the interpersonal dynamics in an institution is through MBWA—“management by walking around.” This means that department heads and institution senior staff are out and about, interacting with staff and inmates and observing operations firsthand. Managers are on the floor, in the classrooms and clinics, and walking the compound with inmates and line staff. They are present at the dining hall for inmates’ meals. They are periodically assigned duty officer responsibilities that require them to inspect, observe, and assess institution-wide programs, services, housing units, and facilities.

In 1992, and for the preceding 4 years, the Bureau has added more formal climate assessment measurements to these informal, time-tested methods of prison management. Since 1988, the Bureau’s Office of Research and Evaluation has conducted annual “prison climate sur-

veys” of a large cross-section of institution staff. Because the surveys are uniformly administered, the Bureau can analyze the results in a variety of ways to help create a picture of each institution’s climate, compare the overall climate against selected staff subgroups (such as correctional officers), and note any changes in morale from previous years. This information is closely monitored by staff at all management levels.

In addition to climate surveys, the Bureau also instituted other, more informal methods to help capture the dimensions of institution functioning that “hard” data might otherwise fail to reflect. Interview teams led by a regional

director periodically visit each institution, meeting with a random sampling of managers, line staff, and inmates. The interviewers evaluate such interpersonal concerns as mood, morale, professionalism, communication up and down the line, and responsiveness.

These interview-based assessments were used in 1992 by regional office staff as a followup and extension of the climate surveys; for the first time they also were included in every evaluation by program review teams. While the results of these face-to-face surveys could not be measured statistically, the interviews did allow evaluators to go beyond the initial data provided by surveys to provide more in-depth, qualitative insights.

Like policy and performance problems, morale and institution climate can profoundly affect the overall success of a program. Climate assessment helps management understand the “big picture.” The Bureau’s local self- and program review evaluation methods used this year allowed managers to identify incidents of policy noncompliance, the strength of the controls in place to keep the operation going, and the underlying technical causes of program failures. Climate assessment helped managers to better understand and monitor attitudinal shifts and trends, and, when necessary, intervene before a problem occurred.

External oversight

In addition to the massive expansion of prisons and prisoners, the Bureau has experienced a substantial increase in the number of external reviews, audits, and inquiries. In 1992, this scrutiny came primarily from

At right: A program review in the Education Department, Federal Correctional Institution, Jesup, Georgia. Program review team member Marty Cannon, Supervisor of Education, Federal Correctional Institution, Milan, Michigan, interviews an inmate.

PLANNING IN ACTION

Some examples from the Bureau’s South Central Region show how climate assessment works in practice:

n The Federal Detention Center and Federal Correctional Institution, Oakdale, Louisiana, are located in an economically depressed area of the State. As part of the climate assessment process, the South Central Regional Director met with spouses of staff members to find out their concerns, one of which was the area schools. As a result, the wardens of FDC and FCI Oakdale established a task force to work with local educators and help bring parents into the schools as volunteers.

n As the population of Hispanic inmates increases, so does the need for Spanish-speaking staff members. The Federal Correctional Institution, La Tuna, located in a heavily Hispanic area of Texas, had a larger pool of Spanish-speaking recruits than it needed. As a result of the assessment process, La Tuna has now become a “feeder” institution, continuing to recruit Spanish-speaking staff who then go to work at other institutions.

n Staff perceptions gathered through a climate assessment helped support the decision to change the mission of the Federal Correctional Institution, Bastrop, Texas, from medium- to low-security. A number of staff stated that they thought the institution’s physical layout could create potential security problems when holding medium-security inmates.

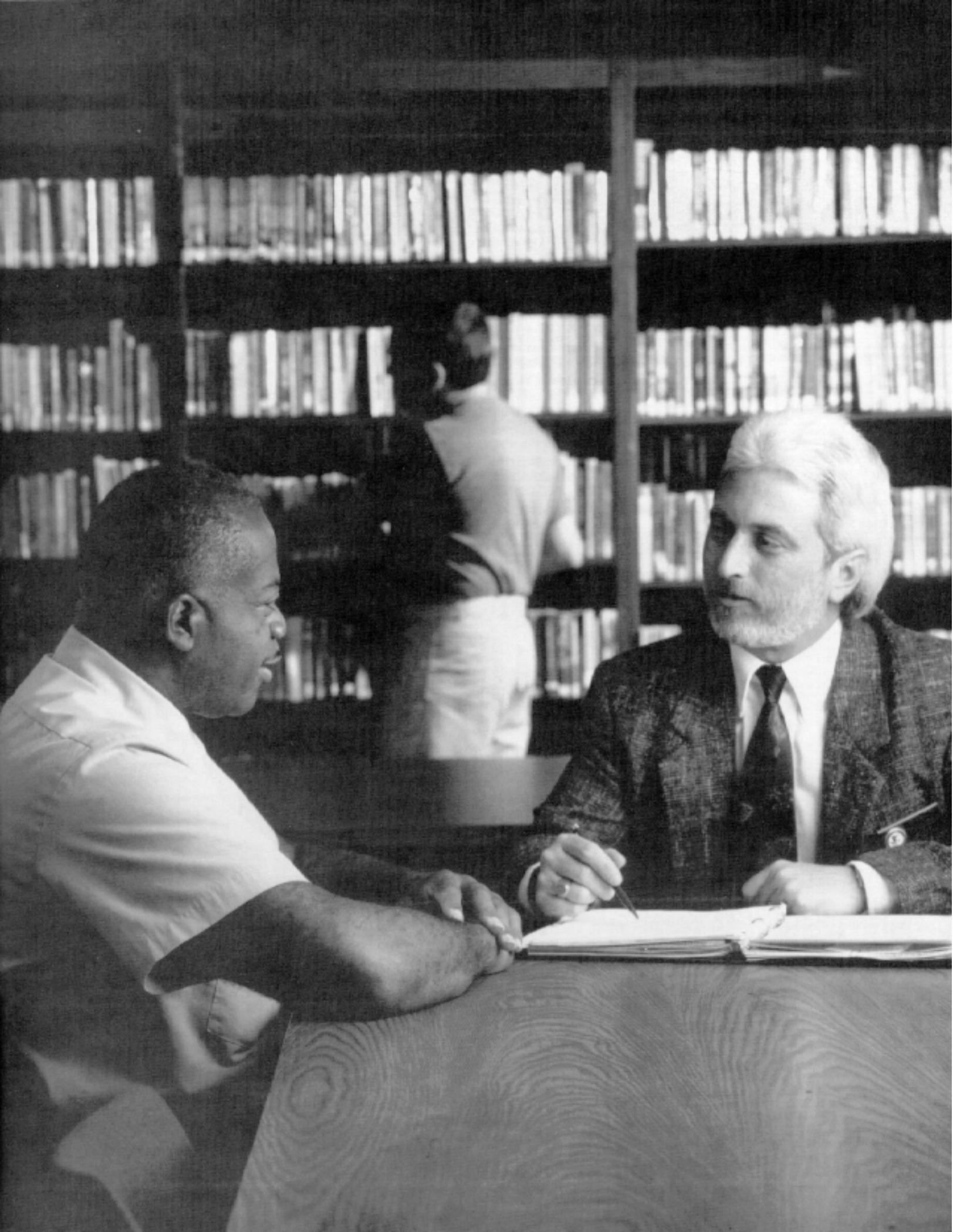
Congress, the GAO, and the Department of Justice. This added another level of independent review that Bureau managers could draw upon.

The Bureau carefully coordinates all external audits through one office in its Program Review Division, which shares the results with appropriate administrators so that the results of these reviews may be integrated with other findings. In fact, the results of one such 1992 audit, conducted by the Justice Management Division, Department of Justice, concerned the Bureau’s program review function itself. The audit concludes:

“...The Bureau of Prisons has made a major commitment of resources to achieve a very comprehensive system of control that functions at all levels of management within the BOP. The decision to make such a commitment seems most appropriate in view of the difficult nature of BOP programs and extensive growth in recent years of the BOP workload and corresponding management control problems....The program is both well conceived and well managed, and provides a sound basis for the year-end reasonable assurance provided by the Director to the Attorney General.”

Program monitoring

Consistent with the principles of quality-oriented management systems used in many private- and public-sector organizations, the Bureau has made significant strides over the past 3 years to move away from “reaction management” toward a more proactive, program-monitoring approach to managing prisons. The term “program monitoring” here refers to oversight that relies on the frequent monitoring of important measures used by managers at all levels of the organization. This year Bureau





staff routinely monitored program performance, financial indicators, population characteristics, and other essential indicators. By constantly taking the pulse of the organization, staff were better able to project needs and circumvent crises.

Access to information and staff involvement are critical components of quality-oriented systems. It would be inefficient to have the Bureau's most senior managers monitor programs if mid-level managers and line staff do not. In this regard, a management-indicator tracking system—Key Indicators—developed by the Office of Research and Evaluation and first implemented in 1988, continued to serve the Bureau very well in 1992. This tracking system has become a vehicle for disseminating key data elements, from a number of information sources, to Bureau managers. The system contains data elements relating to inmate characteristics, behavior and programs, staff demographics, financial management, and community corrections. Data can be reviewed by institution, region, and institution security level, and displayed in tabular or graphic form (see chart).

One of the great strengths of the Key Indicators system is that it requires no special data entry work by Bureau staff. The system pulls in data from pre-existing sources, runs statistical programs on these data, and reformats the information in ways useful for managers.

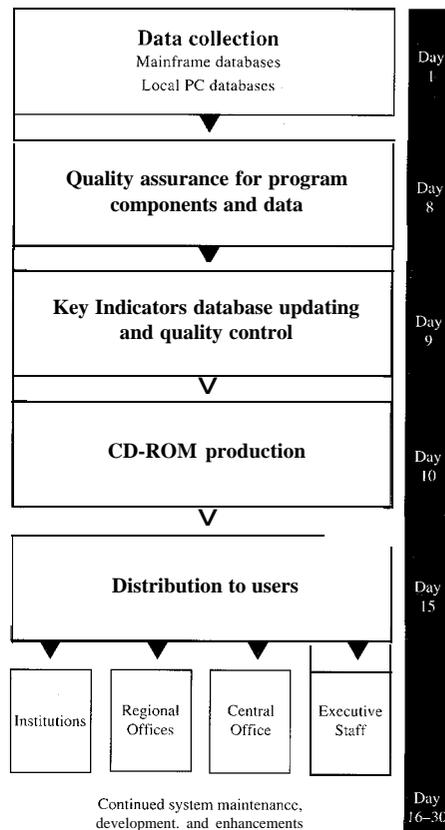
Additionally, Key Indicators displays data patterns over time in monthly, quarterly, or yearly increments, enabling trend analysis. This tracking system has an advantage over "hard copy" reports in that it allows staff to make comparisons that have specific relevance to their needs, as opposed to relying on more standardized reporting information. Staff can use this system to justify resource requests, establish and monitor goals, gain additional perspective on their own operations, and monitor critical characteristics and program performance.

At left: "Management by walking around" is a traditional way for wardens to keep informed about the activities of every institutional department. Pictured: Warden Carolyn Rickards (center), with Darlene Ely, Accounting Supervisor, and Jim Wagner, Controller, Federal Correctional Institution, Petersburg, Virginia.

PLANNING IN ACTION

Since 1990, senior managers in the Correctional Services Branch have used Key Indicators to closely track all uses of force by Bureau staff. Data on uses of force—including, for instance, whether a staff team was needed to control the situation, what type of restraints was used, and the total time any inmate spends under restraint—are entered daily at the institution level, reviewed at both the regional and Central Office level, and aggregated to provide a Bureau-wide monthly report. Managers are alert for any unusual patterns that might indicate a need for upper-level intervention; as an example, a high-security penitentiary that reported significant increases in uses of force over other penitentiaries might require additional training for staff.

Key Indicators Monthly Schedule



During the past several years, an automated "information module," extracted from Key Indicators, has been developed that provides a concise summary of important institution management data, thus permitting the identification of important trends. This year's improvements to the module allowed executive staff members to quickly review as many as 50 important indicators for each of the Bureau's institutions, representing various program areas. Furthermore, when reviewing any facility, they were able to scan data relative to similar Bureau institutions, and to skip over data within normal ranges to focus selectively on indicators that diverge from the norm, having unusually high or low values. Through automation, the same modules reviewed by the executive staff were made available to other managers. For example, each warden could view his or her own institution's trend data and comparison data for other institutions.

The Bureau's executive staff tracks program trends and accomplishments and provides divisional strategic planning briefings to the director. These briefings may involve the use of charts, graphs, and brief narratives that illustrate trends for a wide range of program components. For example, the Correctional Programs Division may report on such key areas as inmate security level, race, citizenship, age, sentence length, furloughs, residential drug treatment, escapes, and assaults.

In 1992 as in 1991, significant time at executive staff meetings was dedicated to a close review of trend data, one institution at a time. In light of this information, the focus of executive staff discussions includes not only systemic program issues but operational issues concerning the overall functioning of each region and its respective institutions.

Conclusion

The administrative nature of strategic planning and management systems may at first glance seem far removed from the often tense and sometimes dangerous "real world" of prisons. However, both research and the empirical experiences of prison managers lead to the conclusion that well-managed prisons are also safer, more secure, and more humane. Given the Bureau's commitment to good management and the empowerment of staff at all levels of the organization, the question then becomes: what techniques help achieve these goals?

A number of evaluation and planning strategies and accomplishments have been touched upon in these pages. To think of these initiatives as autonomous would be misleading; the whole—these coordinated, interdepen-

At Right: b Many Bureau recycling programs began through staff initiatives formalized through the strategic planning process. Pictured: Inmates from the Federal Prison Camp, Petersburg, Virginia, work at a recycling operation at nearby Fort Lee. The joint operation-prison and military base—recycles 12 truckloads of waste each month.

PLANNING IN ACTION

When an inmate has a complaint, he or she is required first to contact staff and try to informally resolve it. If this is unsuccessful, the inmate may then file a formal request for "administrative remedy," which must be responded to within 15 calendar days. Using Key Indicators, wardens can monitor—on a monthly, quarterly, or yearly basis—the number of administrative remedies filed by inmates, and can compare the filings at their institution against comparable filings at other institutions. If an increase in filings is seen, wardens can quickly identify the specific area (e.g. quality of the food, access to educational programs or medical services) and follow up with the appropriate administrative staff. If necessary, the warden may decide to speak personally to the inmate(s) involved, or even call a "town meeting" with the inmates to get at the source of the problem. Key Indicators enables Bureau managers to monitor many such trends and quickly identify areas in need of management attention.

dent planning and evaluation systems—is much more than the sum of the parts. They achieve their maximum potential only when used as an integrated process, which the Bureau calls the "Strategic Management Cycle"; it establishes a framework for all of the agency's program-review strategies. Self-evaluations and independent evaluations complement each other; both are enriched by climate assessments. Monitoring instruments both support and are supported by the other evaluation tools.

In 1991, the Strategic Planning Office became part of the Program Review Division. In 1992, strategic planning, for the first time, was formally integrated with the program review process. As a result, grassroots initiatives were considered both for formulating strategic plans and identifying potential weaknesses that should be targeted in upcoming reviews. Plans for corrective action and strategic initiatives were cross-linked for the first time. Program monitoring tools were redesigned to correlate to the Bureau's strategic goals. And, in 1992, guidelines for enhanced policy

development were approved, requiring a justification for any proposed new policies in light of the Bureau's strategic goals.

1992 was a most challenging year for the Bureau of Prisons. It was also the year that saw a number of promising strategies and tools continue to move toward an optimal, agency-wide, integrated system; a system that strives to replace conjecture with knowledge and empowerment. In an unprecedented way, the Strategic Management Cycle challenges all Bureau staff to be accountable for, and involved in, the management and continuous improvement of their programs.

